Central Intelligence Agency

Washington, D.C. 20505

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MEMORANDUM FOR:

Director, Program and Budget Staff
Intelligence Community Staff

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SUBJECT: Joint CIA-GDIP Consolidated SAFE Review

REFERENCE: DCI/ICS 85-4000 dated 10 October 1985, Same Subject

1. Attached per your request in the referenced memorandum are written

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answers to Project SAFE questions which will be addressed in detail by Agency

representatives at the subject review. This response has been coordinated

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with   DIA Comptroller.

2. Please let me know if we can be of any further assistance on this

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matter.

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Daniel A. Childs, Jr.
Comptroller

Attachment: a/s

Distribution:
    Orig - Addressee
       1 - DDA
       1 - DDI
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       1 - D/OIT
       1 - C/ASG
       1 - C/CSPO/OIT
       1 - Compt Subject
       1 - AG Chrono

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SECRET

Joint CIA-GDIP Consolidated SAFE Program Review
25 October 198

BACKGROUND:

    0 The Consolidated SAFE Project Office (CSPO) is staffed jointly by the CIA and the DIA. The Director position is staffed by the CIA and the Deputy position by the DIA. There are approximately 20 people from each organization. The staffs are fully integrated with CIA holding the senior positions in Systems Engineering, System Development, and Operations Integration.

    0 The SAFE system is being developed incrementally.

- Delivery 1 was established at the SAFE redirection in 1982 and is an interim system consisting of capabilities identified largely by and for CIA's Office of Central Reference (OCR).

- Delivery 2 improves the message distribution accuracy and performance. This delivery also provides for the initial integration of the software environments supporting SAFE while integrating the Inquire DBMS into the software architecture to support textual data bases. Delivery 2 is a total replacement of Delivery 1 and is the first increment of development by CSPO.

- Delivery 3 is primarily for _____   25X1
  _____ as well as intelligence library indexes   25X1
  and dissemination lists.

- Delivery 4 is the increment that is of primary importance to the DIA. This delivery provides for the restructuring of DIA Order of Battle and Installations Data Bases. The delivery implements the Integrated Data Base (IDB) which is the basis for the Military Integrated Intelligence Data System (MIIDS).

- Delivery 5 is the accumulation of functional enhancements to the fundamental system established with Delivery 2.

    0 The schedule for these deliveries established in the SAFE Project Plan, dated July 1983, following the SAFE redirection is:

Delivery 1	-	Fall	1983
Delivery 2	-	Nov	1984
Delivery 3	-	Mar	1985 (DIA), Jun 1985 (CIA)
Delivery 4	-	Aug	1985
Delivery 5	-	Dec	1985 (CIA), Feb 1986 (DIA)

INTRODUCTION:

On 20 September 1985, CSPO announced the implementation schedule for SAFE Delivery 2 at the CIA. The implementation starts on 4 November 1985 and continues with system installation and operator training to be completed 20 December 1985. Between 13 January and 10 February 1986 the system will be undergoing final system test. On 10 February, the system will be fully operational.

The current SAFE problems are largely associated with the schedule slip of Delivery 2. Until an achievable Delivery 2 IOC date could be established, subsequent project delivery schedules and cost impacts were impossible to determine. With a firm Delivery 2 schedule for CIA, a total program schedule and analysis has started. This analysis can still be affected by critical decisions such as the implementation schedule for Delivery 2 at the DIA, the delivery schedule for Delivery 3 at both the DIA and the CIA, and the functional capabilities of Deliveries 4 and 5.

The schedule for DIA Delivery 2 and the IOC for DIA Delivery 3 will be established on 14 November 1985. These two schedules will determine the FY86 resource requirements for those deliveries. System operations and maintenance and Delivery 4 development also contain critical FY86 resource requirements. Until the program analysis is completed (within 60 days), neither the budgetary nor the function capabilities impacts can be determined.

For these reasons, CSPO cannot answer many of the IC Staff questions more specifically at this time.

QUESTION 1: How has the schedule for SAFE Deliveries changed from information presented in the July 83 Project Plan?

ANSWER: The original delivery schedule, as documented in the July 1983 Project Plan, is presented in the Background section of this paper. The changes are:

Delivery 2   -   Feb 1986 (CIA), Apr 1986 (DIA)
Delivery 3   -   Aug/Sept 1986 (DIA), Oct/Nov 1986 (CIA)
Delivery 4   -   Date will be established at the Preliminary
                 Design Review (Apr/May 1986)

QUESTION 1a: What are the causes of the schedule slippages?

ANSWER: The initial SAFE message processing requirements dictated software to decompose an electrical message into a large number of "zones" or fields. An analyst develops an interest profile based on data found in these fields (i.e. security, source). However, experience has proven that message formats lack the precision and standardization to allow the software to consistently locate the proper zones. The variability due to human error in message content has been a major drain on analysis and has resulted in costly redesign. In addition to this problem, the specification and implementation of the SAFE User Interface was

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under estimated and therefore exceeded programmed resources and schedules. Additional resources expended on Delivery 2 created resource contention for Delivery 3 software development tasks. Thus, Delivery 3 slippage is directly traceable to the extent of Delivery 2 slippage.

QUESTION 1b: Where is the current SAFE Delivery schedule and implementation approach documented?

ANSWER: The schedule and implementation approach will be documented in the updated project plan and configuration control document. These documents will establish the requirements and design baselines with proper control to ensure that the project schedule reflects all approved changes. This activity is currently underway and will be completed by mid-January 1986.

QUESTION 1c: Is Delivery 2 expected to satisfy all functional requirements originally targeted for Delivery 2 or have some of the requirements been pushed out to later Deliveries?

ANSWER: Delivery 2 has received a great deal of refinement during the course of its development. For example, the DIA and CIA users participation in system integration and testing has led to modifications of the user interface and functional specifications. Further, the users have also reordered requirements for implementation beyond Delivery 2. Hence, the relationship to the delivered system will vary greatly in its implementation from the original concept. However, Delivery 2 will satisfy the most critical requirements by providing all of the fundamental capability from which to build all of the follow on functionality.

QUESTION 1d: How have the cost overruns experienced with Delivery 2 been factored into the current budget?

ANSWER: The FY87 budget under review by IC Staff does not reflect the Program/Budget Analysis.

QUESTION 2: How confident is CSPO that Delivery 2 will satisfactorily support 1000 concurrent users given the problems with the Data Base Management System, INQUIRE?

ANSWER: Benchmarks of the INQUIRE data base are being executed to provide performance data on the maximum number of concurrent users. The INQUIRE performance is of grave concern to CSPO, unfortunately analysis will not be complete for another two months.

QUESTION 2a: What is CSPO's backup position if Delivery 2 fails to perform satisfactorily?

ANSWER: CSPO has modified software to increase the Delivery 1 user population at both CIA and DIA. The transition plan for Delivery 2 for both agencies is based on adding users incrementally within the constraint of maintaining acceptable performance. In the event that Delivery 2 fails to perform satisfactorily Delivery 1 will provide critical services.

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QUESTION 3: What SAFE Delivery(s) are expected to be running in FY87?

ANSWER: Delivery 2 will achieve IOC in the CIA on 10 February 1986 and be installed in the DIA approximately two months later. Delivery 3 will achieve IOC in the DIA in approximately August/September 1986. (Actual schedule to be determined on 14 November 1985.) The portion of Delivery 3 applicable to the CIA will be installed two months later. Delivery 4 is now under requirements review and an IOC will be achieved in FY87.

QUESTION 3a: How many CIA and DIA users (total and concurrent) must be supported by these systems?

ANSWER: 25X1
The initial requirement for CIA-___ total users and ___ concurrent--has been increased to ___ total users and ___ concurrent users. A new initiative is presently in CIA's FY87 program to cover these additional users.

QUESTION 3b: What statistics have been used to project the requirement for supporting ___ concurrent users at CIA in FY87 and at DIA in FY88?

ANSWER: The requirement for supporting ___ concurrent users at the CIA in FY87 is based on experience with Delivery 1. The DIA requirement is for 1000 concurrent users through FY87. New program initiatives for FY88-FY92 will allow DIA to achieve a total concurrency of ___ users. This concurrency requirement is based on current system usage and the solicitation of user access needs, based on SAFE functions available through Delivery 4.

QUESTION 3c: Is there a high degree of confidence within CIA and DIA that the Delivery 2 SAFE system will be a solid foundation on which to build ADP support for ___ users?

ANSWER: The SAFE architecture can be expanded by adding hardware to support a requirement of ___ users.

QUESTION 4: If each agency must operate two SAFE systems simultaneously to support CIA and DIA users requirements, how will the running of two parallel systems affect the program's hardware costs, software costs and maintenance costs?

ANSWER: The two SAFE systems are interpreted to mean, Delivery 1 and Delivery 2. The CIA has increased its operational support by $300K in FY86 to support the parallel operation of Delivery 1 and Delivery 2. There will be an additional cost of approximately $400K for extended maintenance of Delivery 1 for both agencies through FY86. These contractual resources come from a critical pool of people and therefore potentially impact on SAFE development. The increased usage of Delivery 1 has created a hardware availability problem for transitioning all users to Delivery 2. This cost is unknown at this time.

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QUESTION 4a: Are FY86 and FY87 funds programmed within each agency sufficient to support parallel system operations in addition to developing improved functional capabilities planned for Deliveries 3, 4 and SAFE "Delivery 5 Releases"?

ANSWER: A total program analysis has not yet been completed. The answer is unknown at this time.

QUESTION 5: SAFE Deliveries continue to be descoped. What is the magnitude of requirements planned for FY85 and FY86 that have been pushed out to FY87 and beyond?

ANSWER: Until the total program analysis is complete this question cannot be answered.

QUESTION 5a: What percent of total SAFE requirements have been met to date?

ANSWER: Delivery 1 provides the following functional capabilities: Message processing dissemination within one hour of receipt, user tailored interest profiles, retrospective search of 60 days of cable traffic, electronic mail, word processing, and access to analytical tools (modeling, statistic analysis, private data base files).

QUESTION 5b: Can functional capabilites delivered or planned within each SAFE Delivery be traced back to a baseline requirements document that is being maintained through the SAFE Configuration Control Process?

ANSWER: Yes

QUESTION 5c: To what degree is SAFE Delivery 4 being descoped to stay within programmed funding?

ANSWER: The total program analysis must be completed before this question can be answered.

QUESTION 5d: How does DIA expect to meet user requirements that fail to be met by Delivery 4?

ANSWER: Based upon the ongoing analysis, those requiremnts that may not be met in Delivery 4, will be considered in the FY88-92 GDIP Program build. Program initiatives for the period are currently being prepared.

QUESTION 6: In FY86 and 87 joint program resources will be focused on DIA deliveries. Are there sufficient resources to provide CIA "releases" in addition to DIA's deliveries?

ANSWER: The total program analysis must be completed before this can be determined.

QUESTION 6a: If it becomes impossible to provide both, which has priority?

ANSWER: Both DIA and CIA have jointly prioritized requirements for Deliveries 2 through 5. The existing delivery schedule is based on an order of build dictated by cost, schedule and technical risk. The two agencies have jointly funded the software development effort for Deliveries 2 and 3, based on proportions established in their respective programmed budgets. CSPO is currently reviewing the FY86 budget to determine total software costs. These costs will then be apportioned to CIA and DIA based on available budget, task identification and funding equity.

QUESTION 7: How much has been spent to date on the SAFE program to provide CIA and DIA users the functional SAFE capabilities operational today?

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ANSWER: The total expenditure of funds for Delivery 1 hardware and software at both agencies is ☐

QUESTION 8: Does CIA commit to continued staffing of CSPO with experienced technical and management persons dedicated to SAFE development through Delivery 4, when the major benefit of the Consolidated SAFE program to CIA will be experienced with Delivery 2 and the remaining Deliveries will be of primary benefit to DIA?

ANSWER: The CIA plans to fulfill it's staffing commitments.

QUESTION 8a: What will this commitment cost CIA?

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ANSWER: This commitment is for ☐ positions.